

Wyoming Department of Corrections Annual Report

REPORT PERIOD: FY2007 (July 1, 2006 through June 30, 2007)

GENERAL INFORMATION:

Agency: Wyoming Department of Corrections

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Other locations: Afton, Buffalo, Casper, Cheyenne, Cody, Douglas, Evanston, Gillette, Green River, Jackson, Kemmerer, Lander, Laramie, Lusk, Lyman, Newcastle, Pinedale, Powell, Rawlins, Riverton, Rock Springs, Sheridan, Torrington, Wheatland, Worland

Year established and reorganized: The Wyoming Department of Corrections (WDOC) was established in 1991 as part of the reorganization of Wyoming state government. WDOC assumed management of the four state penal institutions that had previously been under the administration of the Board of Charities and Reform, which was created in 1889, and the Department of Probation and Parole, which was created in 1941. WDOC continued to provide support to the Board of Parole until 2003 when the Board became a separate operating agency.

Statutory references: W.S. §§ 9-2-2012; 25-1-104; 25-1-105

Additional references at: W.S. §§ 7-13-103 through 108; 7-13-301 through 307; 7-13-401 through 423; 7-13-501 through 504; 7-13-701 through 702; 7-13-801 through 807; 7-13-901 through 915; 7-13-1001 through 1003; 7-13-1101 through 1107; 7-13-1301 through 1304; 7-13-1401; 7-13-1501; 7-15-101 through 105; 7-16-101 through 7-16-311; 7-18-101 through 115; 7-19-101 through 7-19-603; 7-22-101 through 115; 9-1-701 through 9-1-710; 9-2-2701 through 2707; 25-1-201; 25-2-101 through 104

Organizational structure: Division of Central Services, Division of Field Services, Division of Prisons, Division of Support Services, Administration, Investigations, and Policy and Planning

Clients served: Offenders sentenced by the courts to serve prison sentences, released to parole by the Parole Board, or placed on probation by the courts (including offenders from other states who transfer to Wyoming under the standards of the Interstate Commission on Adult Offender Supervision)

WYOMING QUALITY OF LIFE RESULTS STATEMENTS:

- Wyoming families and individuals live in a stable, safe, supportive, nurturing, healthy environment.
- Wyoming state government is a responsible steward of State assets and effectively responds to the needs of residents and guests.

CONTRIBUTION TO THE WYOMING QUALITY OF LIFE:

- The Wyoming Department of Corrections (WDOC) contributes to the Wyoming quality of life by providing for the safety of families and individuals through effective management of offenders in prison and in the community.
- In as cost-effective manner as possible, using research-based approaches, offenders are given opportunities to become law-abiding citizens, while the department addresses the needs of victims and the public.

BASIC FACTS ABOUT THE WYOMING DEPARTMENT OF CORRECTIONS:

WDOC operates four adult prisons (three male facilities: the Wyoming Honor Conservation Camp and Boot Camp in Newcastle, the Wyoming Honor Farm in Riverton, and the Wyoming State Penitentiary in Rawlins; and one female facility: the Wyoming Women's Center in Lusk). A fifth prison is currently being built and is scheduled to open in 2010 (the Wyoming Medium Correctional Institution in Torrington). The department also contracts with three adult community corrections centers (Casper, Cheyenne, and Gillette). WDOC is responsible for the supervision of adult probation and parole offenders statewide.

FY2007 Staffing

1,121 FTEs*
13 part-time employees
9 AWECS

1,143 Total Staff**

*Includes 196 FTEs allocated for new prison

**Staff total does not include contracted service providers such as medical staff

FY2007 Budget

General Funds	\$206,958,418
Federal Funds	\$370,000
Other Funds	\$11,109,105
Total	\$218,437,523

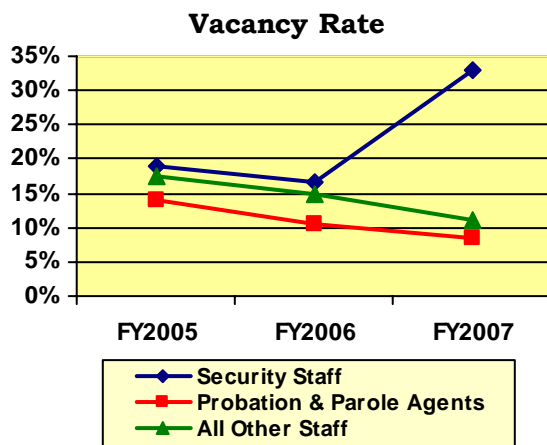
The average daily population (ADP) for WDOC inmates for FY2007 was 2,052. Due to a shortage of housing space, approximately 650 of those inmates were housed in non-department facilities, including adult community corrections centers, out-of-state facilities, county jails, as well as a 100-bed secure treatment facility in Casper. The ADP for offenders under WDOC supervision for probation and parole for FY2007 was 6,674. For FY2007, there were 797 inmate intakes with 706 inmate terminations; 2,582 probation intakes with 2,126 probation terminations; and 355 parole intakes with 272 parole terminations. In addition to offenders, WDOC serves victims, families, and the public. The entire State of Wyoming is potentially served by WDOC.

PRIMARY FUNCTIONS OF THE WYOMING DEPARTMENT OF CORRECTIONS:

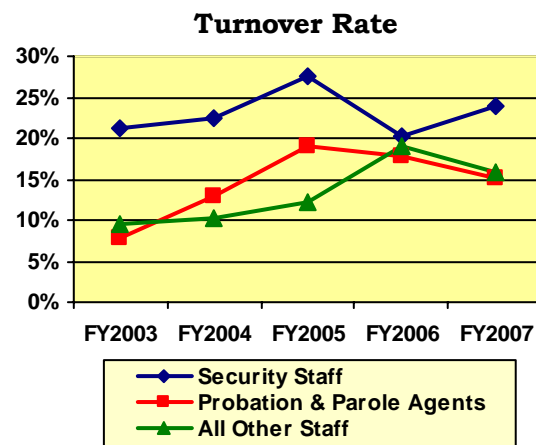
- **Public Safety:** WDOC contributes to safer communities by exercising reasonable, safe, secure, and humane management of inmates, probationers, and parolees.
- **Rehabilitation:** Using research-based "best practices," WDOC actively provides offenders opportunities to become law-abiding citizens.
- **Case Management:** WDOC utilizes a structured process of assessing an offender's risks and needs in order to target areas for treatment and intervention.
- **Correctional Standards:** WDOC adheres to standards within the corrections profession that ensure the safety and security of staff, offenders, institutions, and the public while providing for the professional management of offenders.
- **Good Stewardship:** WDOC develops partnerships with victims, community members, public agencies, and private agencies to better meet the department's mission in a meaningful and cost-effective manner.

PERFORMANCE MEASURE #1: The percentage of vacant positions within the agency (Vacancy Rate) and the percentage of employee turnover (Turnover Rate).

PRIMARY FUNCTIONS: Public Safety; Correctional Standards; Good Stewardship



Note: The vacancy rate is the percentage of vacant positions determined by the average number of vacant positions divided by the total positions authorized.



Note: The turnover rate is the percentage of employee turnover determined by the total vacancies created divided by the total positions authorized.

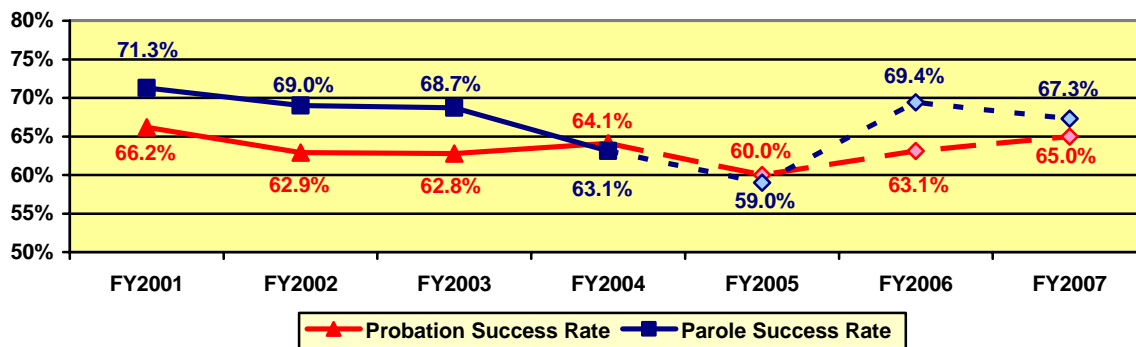
Story Behind the Last Year of Performance: The vacancy rate is a measure of the authorized positions that remain unfilled. Those vacancies may exist as the result of employees leaving or with the allocation of new positions. The vacancy rate for FY07 shows a gradual decrease in the number of vacancies for all staff other than security staff. The dramatic increase from FY06 to FY07 for security staff is explained in large part by the allocation of new positions, but is also reflective of the difficulty in recruiting and retaining security staff. The turnover rate shows the rate at which employees are leaving WDOC. The turnover rate for FY07 is similar to the vacancy rate in that all staff, other than security staff, have decreased in turnover, while the turnover for security staff has increased. Turnover primarily results from voluntary separation, but includes involuntary separation as well.

According to the American Correctional Association there is a nation wide trend of shortages for security staff. The combined effects of vacancy rates and turnover for security staff in FY07 leaves stability in only about half of WDOC's security staff. While the picture is better for other staff, the ability to attract and retain staff is necessary for the safe and efficient operation of correctional facilities, field offices, and department operations. The department believes that the reasons for continued high turnover and difficulty in filling jobs may be related to the general state of the economy within Wyoming, a small labor pool, low unemployment, shortage of available housing, and salary competition due to the energy boom within the State.

What has been accomplished? The department has established staffing standards to determine the adequate complement of staff to offender/inmate ratios. WDOC has established a recruiting program to attract quality staff to meet department needs. The department conducted 47 recruiting trips in 16 states in FY07, resulting in the hiring of 138 new employees. Additionally, WDOC has contracted for the services of a national recruiting and marketing firm to assist in department efforts to attract quality employees, both in and out of state. Recruiting efforts have been aggressive and proactive, focusing on potential employees with prior corrections experience, those exiting the military, and high school and college students with an interest in careers in criminal justice. The department has begun to utilize exit surveys for additional information impacting employee retention. WDOC has worked to ensure that staff salaries, especially those in the correctional series, are adequate. The POST certification of correctional officers has helped to professionalize the correctional staff series. The department has also initiated leadership initiatives that are hoped to improve staff morale and positively impact retention.

PERFORMANCE MEASURE #2: The percentage of probationers and parolees who successfully complete supervision and do not return to the WDOC within three years of release from supervision.

PRIMARY FUNCTIONS: Public Safety; Rehabilitation; Case Management



Note: Full data is available for 2001-2004. ♦ The following data points will be adjusted accordingly with time to meet the measure: 2005 reflects probationers and parolees not returning to the WDOC within two years of release from supervision; 2006 reflects those not returning to the WDOC within one year of release from supervision; 2007 reflects those not returning to the WDOC after a current successful termination.

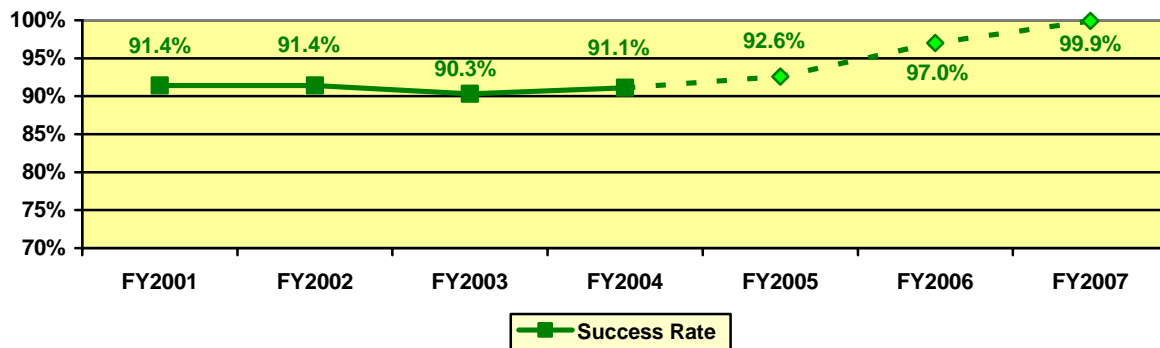
Story Behind the Last Year of Performance: Because the measure only considers the success of an offender if the offender does not return to WDOC within three years of release from supervision, the measure for FY07 is an incomplete measure. It reflects those not returning to the WDOC after a current successful termination. It is anticipated that this number will decrease over the next three years as some offenders that have recently been released from supervision are likely to return to WDOC within the next three years. There has been a slight decrease from FY06 in the success rate for parolees, while the success rate for probationers is slightly better than FY06. Again, however, these numbers are in flux until they have reached the three-year-out mark.

There continues to be an increase in the number of offenders supervised by WDOC. With increasing caseloads, agents are able to meet growing demands because of improved levels of agent/supervisor training, implementation of new programs which include drug court, residential drug treatment, re-entry, criminogenic risk/needs assessment, individualized case planning, and community partnerships focusing on resource development. By providing and directing staff resources, WDOC is able to maintain offender success rates in the face of mounting challenges in supervision. Failure within the community for both probation and parole offenders is mainly a result of substance abuse behaviors (*i.e.*, approximately 80% of offenders under supervision have substance abuse issues). WDOC continues to focus on programs that specifically address offender risk and needs.

What has been accomplished? The main challenge has been to maintain offender success rates with increasing agent caseloads. WDOC has done this by increasing staff training, focusing on highest needs offenders through increased contacts, and individualizing offender case plans by targeting individualized risks and needs. The implementation of drug courts and therapeutic community residential treatment has helped focus resources on offenders with substance abuse issues, while individualized offender risk/need assessment and corresponding case planning have begun to address the specific needs of offenders. WDOC has focused re-entry efforts to assist offenders in the transition from prison to the community. By utilizing nationally recognized best practices, the department has improved offender supervision. Continued collaboration with the courts, community service providers, partner agencies, and other stakeholders has improved the overall delivery of service. WDOC has begun to train on new techniques for offender management, such as motivational interviewing, that are expected to have a positive impact on supervision and success. WDOC has also begun to revise supervision strategies for sex offenders.

PERFORMANCE MEASURE #3: The percentage of inmates who do not return to prison for a new felony conviction within three years of release from the institution.

PRIMARY FUNCTIONS: Public Safety; Rehabilitation; Case Management



Note: Full data is available for 2001-2004. ♦ The following data points will be adjusted accordingly with time to meet the measure: 2005 reflects inmates not returning to prison within two years of release from the institution; 2006 reflects those not returning to prison within one year of release from the institution; 2007 reflects those not returning to prison with less than one year of release from the institution.

Story Behind the Last Year of Performance: The success rate for FY07 is an incomplete measure as it is defined by those inmates who do not return to prison for a new felony conviction within three years of release from the institution. It is anticipated that the success rate for FY07 will decrease over the next three years as some of those inmate recently released from prison are likely to return under a new felony conviction. WDOC uses a nationally standardized measure of recidivism (*i.e.*, reoccurrence of criminal behavior after intervention by the criminal justice system) as an indicator of inmate rehabilitation. Most offenders returning to prison are returning due to technical violations of parole and not as a result of a new felony conviction. Those offenders who return for non-felony violations of parole are reflected in performance measure #2.

The success rate in FY07 should be and is very high because WDOC engages in rehabilitative programs and interventions during the incarceration of inmates and because incarceration itself acts as a deterrent to future crime. WDOC uses evidence-based crime prevention and individualized risk/needs assessment to direct inmates to “best practice” program opportunities that target an inmate’s criminality and provide opportunities for rehabilitation. The ultimate success of these efforts is established over time.

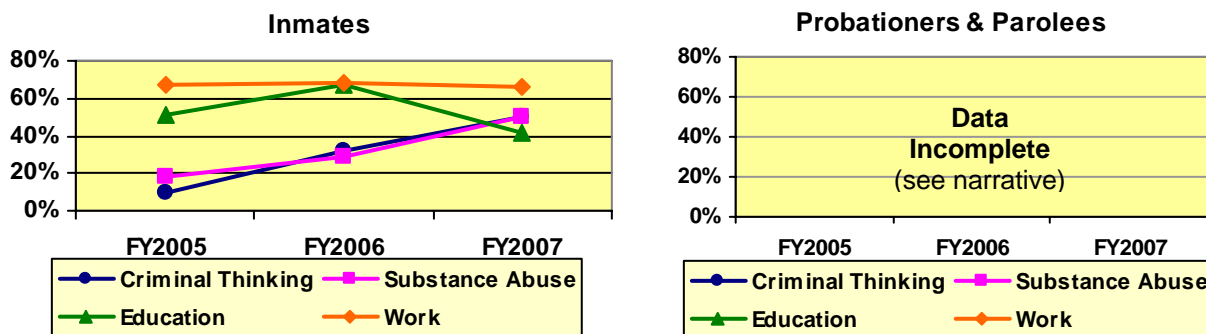
At this time, a significant portion of the inmate population is housed out of state, lessening the ability to provide opportunities for those inmates to become law abiding citizens. WDOC is also facing staffing shortages, making it difficult to offer programs that lead to successful rehabilitation. With the construction of the Wyoming Medium Correctional Institution and by focusing on staff recruitment efforts, WDOC will return Wyoming inmates to Wyoming prisons and will be better able to provide inmates with assessment driven interventions that should positively impact the inmate success rate.

What has been accomplished? The success rate is impacted by the department’s ability to provide opportunities and interventions that assist inmates in becoming law-abiding citizens. Efforts such as the POST certification of correctional officers, the implementation of uniform case planning, and the expansion of inmate work opportunities all positively impact the outcome. Significant progress has been achieved in moving WDOC in these directions over the last year. Individualized case planning for inmates has begun, focusing interventions of the assessed risks and needs of each inmate. Correctional industries are being developed which serve to enhance work skills. Educational and vocational opportunities were expanded and partnerships with local community colleges were developed. WDOC has continued to improve substance abuse programming and interventions available to inmates. The department has also begun to establish new treatment programs for sex offenders. Several audit processes were also developed in order to evaluate and improve institutional performance.

PERFORMANCE MEASURE #4: The percentage of offenders with assessed programmatic, education, or work needs who completed the recommended treatment or intervention(s).

Note: Programmatic needs include criminal thinking, substance abuse, and sex offenders.

PRIMARY FUNCTIONS: Rehabilitation; Case Management



Story Behind the Last Year of Performance: In order to change deeply ingrained criminal behaviors, correctional interventions need to be individualized to the specific risks and needs of the offender. Programs considered most effective in reducing future criminal behavior focus on criminal thinking; substance abuse treatment; education services; sex offenses and developing positive work skills. Research shows a strong correlation between targeted interventions and reduced recidivism (Andrews, et al., 1990). Ultimately, WDOC hopes to show effectiveness in targeting program and intervention resources to offenders in order to promote long term change.

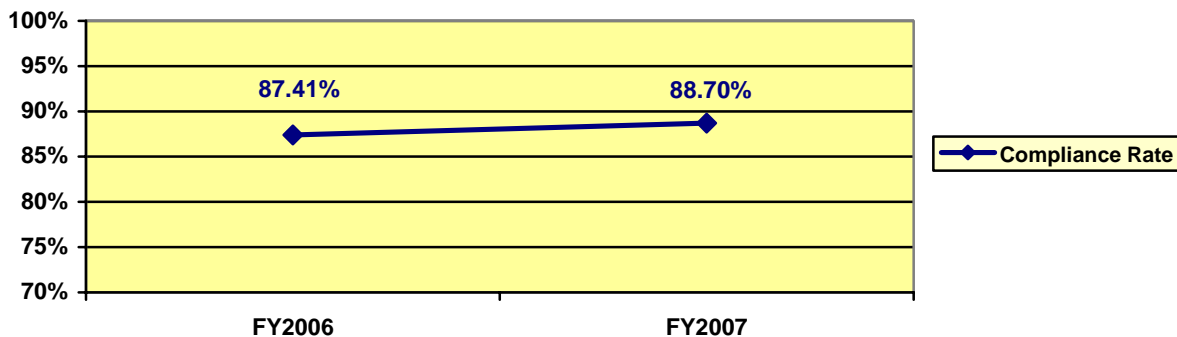
The performance in FY07 shows increases in the percentage of inmates with assessed needs completing cognitive and substance abuse programming, a relatively stable percentage of inmates engaged in work activities, and a decrease in the percentage of inmates with assessed educational needs who have completed targeted interventions. The downward trend in education performance in FY07 is the result of fewer inmate GED completions and is largely attributed to an inability to maintain consistent programs because of in-state housing shortage and the frequent inmate movements this generates. While the treatment areas are all addressed for offenders under probation and parole supervision, data is not currently collected in a manner that allows for tracking of offenders who received appropriate assessments, were then recommended for programming, and completed the treatment or intervention.

The performance is also somewhat affected by the nature of the measure itself. By tracking exiting cohorts, WDOC is able to assess whether or not offenders completed the targeted interventions during their time with WDOC. Those offenders who are still in the system are not reflected in this measure as they continue to have the opportunity to complete treatment or intervention. The use of risk/needs assessments is relatively new to WDOC, so some offenders within the cohorts may have completed an intervention but may not have been assessed, thus excluding them from being counted.

What has been accomplished? This measure is the most difficult to assess and continues to evolve as the department determines how best to measure the delivery of treatment and interventions to the inmate and offender populations. WDOC recently standardized its battery of assessments to better focus program and treatment efforts. In doing so, the department has aligned offender risk and need assessments with individualized case plans and has begun to use those individualized case plans to target interventions. Because these approaches are relatively new, data systems are being developed and correlated in order to track offender progress. The department continues to explore and develop work, education, and programming opportunities for offenders. As these are developed, WDOC is working to match the assessed needs of offenders with appropriate interventions. WDOC has recently contracted with a private service provider to provide specialized sex offender treatment programming at WDOC facilities. WDOC has begun to train on new techniques for offender management, such as motivational interviewing, that are expected to have a positive impact on offender programming.

PERFORMANCE MEASURE #5: The percentage of compliance with correctional audit standards.

PRIMARY FUNCTIONS: Public Safety; Correctional Standards; Good Stewardship



Story Behind the Last Year of Performance: The corrections profession has established multiple standards as “best practices” within the corrections environment. The American Correctional Association (ACA) has a certification process that measures the performance of an agency against the industry standards. WDOC is not ACA accredited at this time and, thus, is not subject to ACA audits. However, WDOC does engage in numerous internal/external audits that measure department progress toward meeting various correctional standards. Due to the nature of the department audits, the actual list of audits may vary from year to year. However, by comparing the average compliance rate of various audits, the department is able to measure how well it is doing in meeting identified correctional standards. Audits also hold the department accountable as good stewards of public resources.

The WDOC performance in complying with internal audit standards in FY07 was a slight improvement from FY06. For this period, community corrections audits, custody level audits, and health and safety audits were measured. The compliance rate for FY07 health and safety audits was 87.75%, a decrease from FY06. The compliance rate for custody level audits for FY07 was 97.18%, a slight improvement from FY06. The compliance rate for FY07 community corrections audits was 81.17%, a solid increase from FY06. Thus, the average compliance rate for correctional audit standards was 88.7%, a slight increase over FY06.

Performance in health and safety audits decreased at all WDOC facilities in FY07. The higher number of deficiencies may have been due to staffing issues or resulted from the amount of construction at each of the facilities. The vast majority of deficiencies identified were corrected quickly- an improvement from FY06. Performance in custody level audits remained relatively stable. Because compliance was high in FY06, maintaining good performance was necessary for the department to continue good offender management practices. Performance in community corrections audits increased strongly from FY06 to FY07. This was largely due to increased compliance monitoring and improved communication between WDOC and other stakeholders. Partnerships with adult community corrections centers resulted in improved performance.

What has been accomplished? The department recently began a more uniform application of auditing. With various audits taking place across the department, WDOC has moved to a more uniform method of auditing and audit measurement. The audits undertaken by WDOC in a year may include custody level audits, health and safety inspections, Fire Marshall inspections, security audits, emergency preparedness audits, audits of the 100-bed treatment facility in Casper, community corrections audits, audits of health care, case reviews, PSI audits, financial audits, and programming audits. WDOC has worked to ensure consistency and regularity in auditing various correctional standards. With the development and implementation of audit processes, WDOC will be better able to evaluate and improve performance. WDOC has also begun to explore ACA accreditation and the necessary steps to begin that process.

Wyoming Department of Corrections Organizational Chart

June 2007

